

Government measure to foster the participation of people of diverse cultural origins and backgrounds in participation channels



Ajuntament
de Barcelona

Drets de Ciutadania, Participació i Transparència



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01 Presentation

This government measure seeks to recognise the city's diversity and demonstrate the importance of giving all city residents access to the right to citizen participation. It is based on the experience and belief that diversity makes the city a more culturally rich place and that if we can incorporate different viewpoints, cultures, customs, beliefs, etc., we all stand to reap the benefits.

Barcelona is a city with great cultural diversity and has always been a place of refuge. It is made up of 73 different neighbourhoods with over 100 nationalities living alongside one another. The city's history of migrations dates back many years and is far from over. With each day, Barcelona becomes a reference point for many people.

The new Regulation for Citizen Participation, approved at the municipal plenary session on 6 October 2017, recognises diversity and urges the City Council to allocate the suitable resources needed for all citizens to participate in public life.

We understand participation to mean that citizens take part in the political decisions affecting them, transcending individual perspectives so that a collective stance takes centre stage. However, this right would be an empty proclamation if it were not backed up by the resources to promote it and remove any obstacles that hinder it, i.e. if the right to participation is not protected or guaranteed.

The regulation recognises everyone who is over 16 and a registered resident of the city as a citizen with political rights, thus increasing the number of people who are consulted and moving towards a more genuine universal suffrage. It is assumed that all of

these people residing in Barcelona should have the power to influence public policies.

The objective of this measure is to make complying with the regulation a possibility and therefore, to encourage higher levels of participation in the city's affairs on the part of people with diverse cultural origins and backgrounds.

This government measure is not the first line of action the City Council has launched to promote the participation of people and collectives with diverse cultural origins and backgrounds. However, this is the first programme whose main aim is to facilitate participation that recognises diversity.

The measure incorporates some of the conclusions of a work group the City Council set up in April 2016 with cultural and religious entities. The aim of which was to share the results of analyses and come up with strategies to reach these collectives and include them in policies and participation channels.

However, an initial problem was the lack of data and overall knowledge on which social groups participate the most, how they do so and even, what they would need to do so. Instead, there were only presumptions. To this effect, a system used to collect data and indicators is being designed to help us get a better idea of the different types of participation in the city. Although, sometimes difficulties arise because it is not possible to collect data categorised by cultural origin, unless this question is asked directly.

Before writing up this measure, different steps were taken to obtain a more overall vision, define strategies and start to launch some specific actions. Hen-

ce, we are not starting from scratch with this measure; rather, it is derived from previous work carried out which we understand will be a long process due to the highly complex nature of the topic. The main objective is to publicly situate and raise the profile of this reality to increase awareness and gradually define specific strategies for developing and encouraging participation that takes interculturality into account from day one.

1.1 Concept and objectives

The initiative for this government measure comes from the joint efforts of the Councillor's Office for Participation and Districts and the Commissioner for Immigration, Interculturality and Diversity, and their shared concern for the exclusion—de facto, rather than voluntary—of people traditionally excluded from citizen participation channels, mainly due to cultural differences that are often determining factors when it comes to being able to fully participate in the city's political and social life.

This measure includes a diagnosis and conceptual framework for situating the shortcomings and challenges of promoting the participation of people and groups of diverse cultural origins and backgrounds, as well as the objectives and actions, whether under way or stipulated in the Work Plan 2017-2019, which shall help us move towards a future with a higher rate of and improved citizen participation.

Citizen participation, is a tool for citizen involvement in the city's politics and policies, and must reflect the diversity of the urban landscape. This is why it is necessary to develop specific actions that foster the participation of people of diverse cultural origins and backgrounds, leading to their increased presence in participation channels, together with the inclusion of an intercultural vision in participation mechanisms, incorporating the methodologies and resources needed to make this possible.

We propose five main areas of work in this measure. Each of which has its own general objective, along with a specific objective, lines of action and specific steps. The long-term objective is to work towards the equal recognition and involvement of the city's culturally and religiously diverse residents in the City Council's participation channels. These residents represent 25% of the population, as shown in the data in the following section.

We acknowledge that this shall be a long process that will take more than two years to complete. However, we think that the only way to achieve our goals in a medium-term period is by having the political will for that to happen, and by providing the necessary resources and means, as well as setting objectives that, beyond the scope of this measure, should be part of the city's commitment to diversity. To this effect, there is a list of indicators, in the final section of this text, to facilitate the evaluation of this measure and its real impact.

The five objectives set out in this measure and reflected in the lines of work are as follows:

1. To recognise cultural diversity and increase its visibility, bolstering the engagement of people of diverse cultural origins and backgrounds and their associations with the participation channels made available by the Barcelona City Council.
2. To deepen our understanding of the sociocultural needs and realities around citizen participation; and contribute to promoting autonomous and self-organised forums for these collectives by working with actors of diverse cultural origins and backgrounds.
3. To strengthen the ability of municipal staff and other council agents to actively incorporate interculturality into the actions aimed at promoting citizen participation and intercultural mediation.
4. Incorporate cultural diversity criteria in the municipal communication channels and media.
5. Facilitate the exercise of political rights by people residing in the city of Barcelona.

1.2.

Data on diversity

The following data shows that an unstoppable process of social change is under way and that diversity has been a reality in the city for some time.

Nevertheless, it is important to note that our data on people of diverse cultural origins and backgrounds living in our city, is not entirely accurate. This is down to several factors, the main factor being that we do not collect statistics that profile people according to their cultural or religious origins. Race, ethnicity and religion are personal data; they are not used to establish population groups as they are not reflected in any identification documents.

The main tool for measuring diversity in our city is the municipal register as this does collect objective data on people's nationality and country of birth, which does appear in identification documents. Regarding Romani people, who represent internal cultural diversity, the data is based on approximations and estimates. The same is true for religious diversity: we do not know the exact statistic for the amount of people from each religion or those who do not identify with a religion (beyond opinion surveys, which are sample statistics). What we do know, as shown in later in the document, is the number of places of worship in the city.

We will start by looking at the data on the foreign population and foreign-born population. After a few years of stabilisation and a halt in flow of migration to

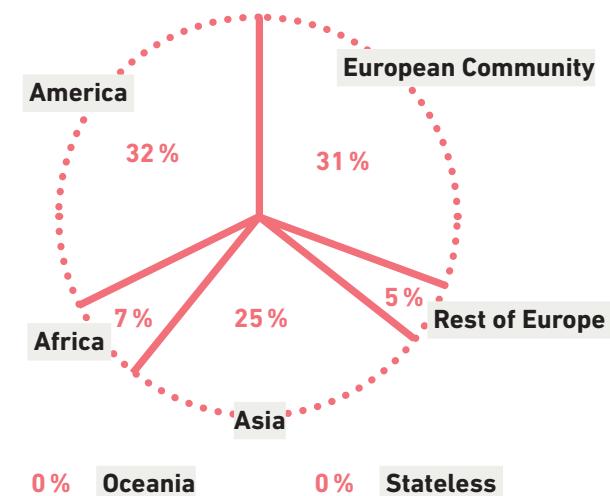
the city of Barcelona because of the migratory crisis, in the past two years there has been a change in the trend of newly arrived residents and a revival has been detected, as indicated by the municipal register data as of 1 January 2017. As of 1 January 2017, the foreign population resident in Barcelona stood at 288,675, **17.8% of the city's total residents**.

By contrast, if we consider the data on the foreign-born population, according to **the data as of 1 January 2017, there were 385,881 residents registered in Barcelona who were born abroad; this figure represents 23.7% of the resident population**. Among the number of foreign-born residents, 118,850 people possess Spanish nationality. This is essentially due to the fact that most of them have gradually obtained Spanish nationality over the years, especially people from Latin American countries, the Philippines and Morocco.

International migrants arriving in Barcelona are organised according to the place of origin. There are three main groups of foreign residents. People from the European Union make up 31% of the total, on par with people from the American continent (32%), whose share of the total percentage has decreased due to the rise of foreign residents from other countries. In the past few years, the community from Asia has increased, which represented 25% of the total in 2016. Therefore, one in four foreign residents in the city originates from the Asian continent. People from Africa are a minority (7%) in the total number of foreign residents, as well as people from European countries outside of the EU (5%).

The city's foreign population is unevenly distributed throughout the territory. There are neighbourhoods

Foreigners by continent (2017)



and districts with a larger foreign population than others. In total numbers, the district with the most foreign residents is Eixample, which is also the most populated, followed by Ciutat Vella and Sant Martí.

However, in the past year, the districts where the foreign population has increased the most, in terms of percentages, are les Corts, Sarrià-Sant Gervasi and Eixample. In les Corts, the resident foreign population has increased by 9.6%.

On the other hand, Ciutat Vella is still the district with the largest foreign population out of the total resident population, with a significantly higher percentage than the districts with the next highest figures: Eixample, Sant Martí and Sants-Montjuïc.

Registered foreigners per district

	2016	2017	Variation	Year on year increase	% of the foreign population	% of the district population
1. Ciutat Vella	42.969	45.433	2.464	5,7%	15,7%	45,1%
2. Eixample	49.215	53.757	4.542	9,2%	18,6%	20,2%
3. Sants-Montjuïc	33.645	35.491	1.846	5,5%	12,3%	19,7%
4. Les Corts	8.895	9.745	850	9,6%	3,4%	12,1%
5. Sarrià-Sant Gervasi	16.472	18.013	1.541	9,4%	6,2%	12,1%
6. Gràcia	18.339	19.743	1.404	7,7%	6,8%	16,4%
7. Horta-Guinardó	19.278	20.979	1.701	8,8%	7,3%	12,6%
8. Nou Barris	24.186	26.046	1.860	7,7%	9,0%	15,8%
9. Sant Andreu	16.454	17.509	1.055	6,4%	6,1%	12,0%
10. Sant Martí	35.874	38.750	2.876	8,0%	13,4%	16,5%
BARCELONA	2.463	3.209	746	30,3%	-	-

Source: Municipal Register of Inhabitants. January 2017.

However, cultural diversity is not only measured by quantifying the numbers of foreign people or foreign-born people in the city. To paint a more real and precise picture of the people of diverse cultural origins and backgrounds, we must consider the variables, as we shall discover below.

The number of Roma people living in the city, without counting the foreign Roma people already considered in the previous statistics, is a subject of controversy and differing viewpoints because, as previously explained, ethnic origin does not form part of the data collected by the municipal register.

Thus, our quantifications are estimations taken from data collected, for the most part, by the education and health sectors. According to the Local Strategy for the Roma Community, approved in 2015, the Roma population of Barcelona is situated around 7,000, or perhaps more. Taking all precautions into account, this figure represents 0.4% of the total population of Barcelona.

Although they are present throughout the city, the Roma population is concentrated in Sants-Montjuïc, Ciutat Vella, Sant Martí, Sant Andreu, Gràcia and Nou Barris.

Regarding religious diversity, we only have access to reliable statistical data on the number of places of worship, according to statistics from the Office of Religious Affairs. At the end of 2017, there were 534 from more than 20 different religious faiths scattered throughout all the city's districts.

In the following table, we can see the figures organised according to territory and religious faith.

Places of worship 2017 (Districts)

	Ciutat Vella	Eixample	Sants-Montjuïc	Les Corts	Sarrià-Sant Gervasi	Gràcia	Horta-Guinardó	Nou Barris	Sant Andreu	Sant Martí	TOTAL
Catholic Christianity (parishes and non-parish churches)	31	33	17	10	43	26	36	16	11	19	242
Evangelical Christianity (churches)	12	11	34	2	9	8	9	35	29	27	176
Orthodox Christianity (communities)	0	3	0	1	0	1	0	0	1	1	7
Seventh Day Adventist Church (churches)	1	1	1	0	0	0	1	0	0	1	5
Jehovah's Witnesses (Kingdom halls)	1	2	4	0	1	1	3	2	1	1	16
Church of Jesus Christ of Latter-day Saints (chapels)	0	0	0	1	0	0	0	0	0	1	2
Buddhism (centres)	3	9	1	1	2	6	3	0	0	2	27
Hinduism (centres)	2	0	0	0	0	1	0	1	0	1	5
Bahá'í Faith (centres)	0	0	0	1	0	0	0	0	0	0	1
Islam (prayer rooms)	11	0	4	0	0	0	1	4	3	6	29
Judaism (synagogues)	1	0	0	1	2	0	1	0	0	0	5
Sikhism (temples)	1	0	0	0	0	0	0	0	0	0	1
Taoism (centres)	0	0	2	0	0	1	0	0	0	1	4
Scientology Church (centres)	0	1	0	0	0	0	0	0	0	1	2
Others *	0	3	2	0	1	1	3	0	1	1	12
TOTAL	63	63	65	17	58	45	57	58	46	62	534

As we can observe, in the city of Barcelona, religious diversity is a fact, with more than 500 places of worship and 15 different religious faiths. In addition, this diversity can be felt in all the city's districts.

According to the data shown, we can affirm that people with diverse cultural origins and backgrounds currently make up around 25% of the population. This means that one in four residents in Barcelona does not come from the city's majority cultural origin or background.

This objective and highly visible diversity in many areas is not reflected in forums for representation and/or power, nor is it reflected in the institutions, as can be confirmed by looking at the members of the city's public administration, political representatives, bodies for participation and the city's councils or media outlets, among others.

1.3 Background on participation policies to promote diversity in the Barcelona City Council

This measure is the result of several previous initiatives that have paved the way for us to present this programme today. First of all, diagnostic analyses were developed that allowed us to define the issue and possible lines of action. In this sense, several studies have been conducted by the main individuals, and work group sessions were held between **September and December in 2016.**

This work group was made up of specialists in the subject, **representatives from cultural and religious entities and municipal experts.** The objective of these sessions was to determine criteria and proposals for the participation of people and collectives of diverse cultural origins and backgrounds in the City Council's citizen participation strategy, and to draft the new Participation Regulation.

During the process, four priority action areas were identified, in addition to a series of recommendations that have resulted in this government measure¹.

Below, we bring together the actions previously developed in this measure and in the definition of Work Plan 2017-2019.

1. **“Diagnostic analysis of the participation of Latin American women in migratory processes in Barcelona.”** December 2015. Work carried out to get an initial sense of how Latin American women in Barcelona come to participate and how this is perceived, using information derived from statistics, theoretical readings, data and different views obtained from 56 interviews conducted in November and December 2015.

2. **Diagnostic analysis of sectoral municipal councils.** June 2016. A survey conducted at all the sectoral municipal councils on the number/percentage of participation from culturally diverse people and/or collectives

¹ The priority areas, identified during discussions, shall be:

- a. For the council to take the initiative to find out about collectives of diverse cultural backgrounds, their ways of life, needs, knowledge and interests.
- b. The need to identify and work with representatives from different collectives to facilitate/mediate the relationship between the City Council and their members.
- c. To enable more diversity in the workforce of the Barcelona City Council.
- d. Efforts to publicise this information: Communication, channels, mediums, language.

3. **“In her own voice: participation proposals based on the experiences of Latin American women in Barcelona.”** December 2016. The main objective of this project was to collect diverse opinions from the women participating and to find out about their experiences of participation in the city: relevant aspects, opportunities, limitations and needs. It involved different focus groups with individual women or women who had joined associations in the city, as well as conducting active research and organising several activities.

4. **“Criteria and proposals for diverse participation in the Barcelona City Council.”** December 2016. Report on the results of the analysis of the documentation. The work group on diverse participation recommenced with sessions and interviews.

5. **Diagnostic analysis of the collectives of diverse cultural origins and backgrounds in the city’s districts.** December 2017. Diagnostic analysis in the city’s districts to learn about and identify collectives of diverse cultural origins and backgrounds, whether they are active or inactive in the territory, with the objective of developing strategies and proposals for interventions to boost their participation.

Although, regarding participation and diversity, and specifically political participation, it is important to note that the Barcelona City Council has carried out various initiatives during previous terms in office.

- In January 2000, a motion was presented in which the **Barcelona City Council urged the General Courts and Spanish government to allow foreigners residing in Barcelona to exercise the right to vote in municipal elections.**

- **The Municipal Immigration Council**, a body with formal participation from immigrant associations, was created by the council in 1998, and has taken different steps to **demand the political participation of immigrant populations.** In 2004, a study was commissioned on the right to vote that describes how to increase participation in municipal elections through reciprocal agreements.

- Since then, there has been a periodic demand for the right to vote in the municipal elections for all residents of the city of Barcelona. The last action taken by the **Municipal Immigration Council on this question was to attend the council’s plenary session on May 20, 2016 and demand the vote for all immigrants.**

- In 2012, **as part of the “interculturality”** line of action, a specific grant agreement was created for the first time to fund projects aimed at encouraging more immigrants to participate as active agents and leaders of Barcelona’s entities and associations. Currently, this **grant agreement is known as “Foment de la participació de col·lectius minoritzats”** [Foster the participation of minority groups], and its budget amounted to 66,000 euros in 2017.

1.4

Agents involved

This is a measure that needs mainstreaming within the City Council as it involves a shift in viewpoint and practices, affecting the day-to-day relationship and channels between the council and residents.

It also needs these agents to cooperate by helping build the necessary strategies and suitable resources to carry it out.

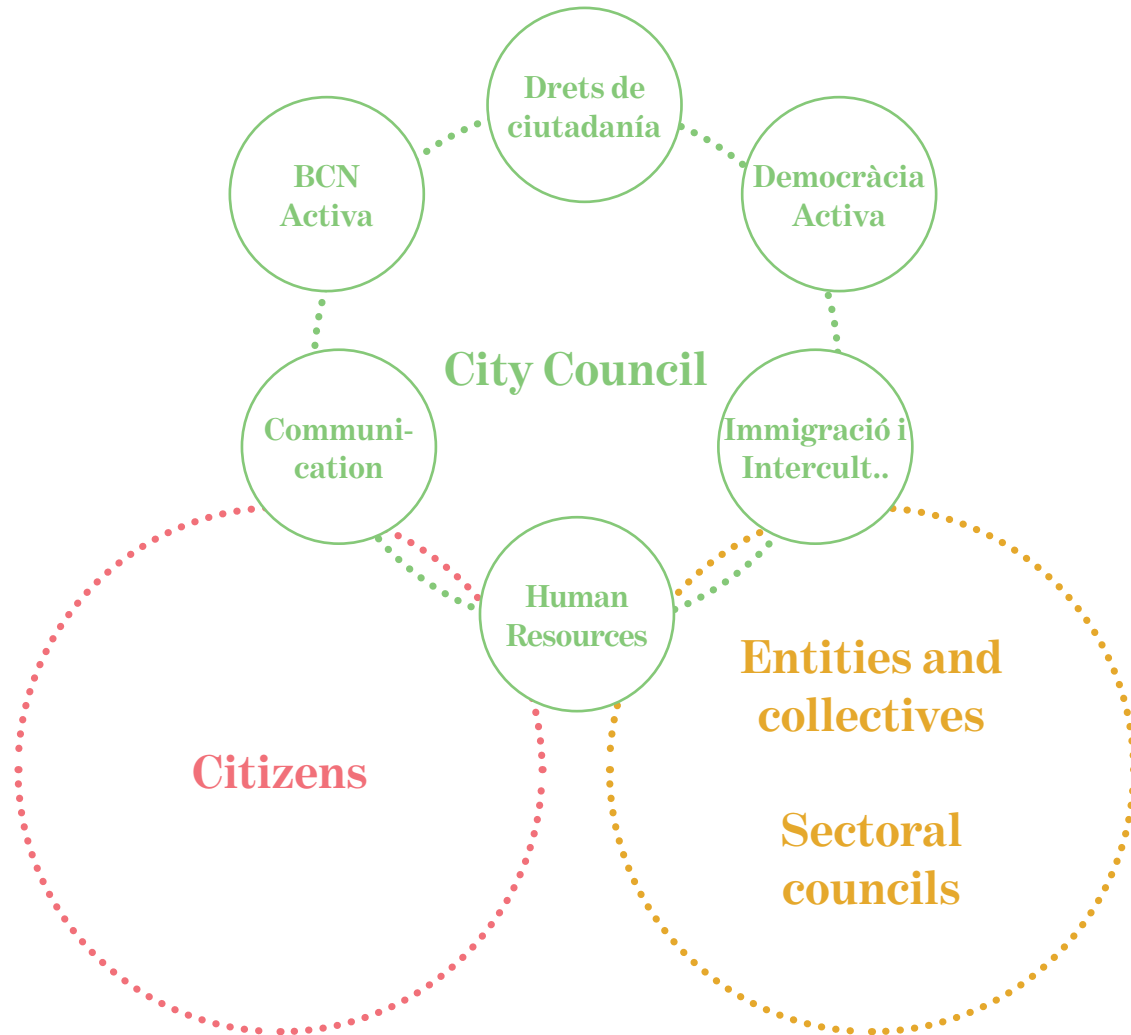
This government measure is co-directed by the Co-uncillor’s Office for Participation and Districts and the Commissioner for Immigration, Interculturality and Diversity, and various other agents and departments are also expected to participate.

To govern the measure, the city’s social agents must also take part, along with the city’s main players, as without them, it would not make sense to introduce a policy of this magnitude

Municipal administrations involved

- Democràcia Activa i Descentralització
- Immigració i Interculturalitat
- Drets de Ciutadania i Diversitat
- Training and Human Resources
- Internal Communication
- Barcelona Activa
- Communication

Governing the measure



02 Justification and explanation of motives

The residents of Barcelona are diverse in many ways. The various associations and platforms for mobilisation in local neighbourhoods, the material inequalities among collectives and people, as well as the diversity of realities, needs and interests, all illustrate the need to recognise the multiplicity of participation practices in the territory, and to facilitate participation spaces and mechanisms that incorporate this diversity and permit the right to and equal opportunities in participation.

Diversity includes differences and similarities in the perspectives, identities and viewpoints among members of a community. Diversity also includes vital interrelated dimensions of human identity such as origin, gender, gender identity and expression, socio-economic status, nationality, citizenship, religion, sexual orientation, skills and age. It is important to understand these differences, however they cannot be used to predict the values, options or responses of an individual. This is why we think it is necessary to kick-start processes that explore the appropriate strategies for each collective.

Understanding diversity, on the other hand, involves recognising and appreciating intercultural dynamics, social identities and a wide range of cultural options that diversity offers everyone. An important aspect of diversity that is often overlooked is that it refers to similarities as well as differences. Recognising that we have similar interests and beliefs can encourage cooperation and social cohesion. A commitment that understands and appreciates differences recognises that disparity and inequality in terms of social and economic opportunities among groups often reflects the on-going impacts of racism, sexism and other forms of prejudice and intolerance.

Valuing diversity implies understanding how overlapping and multiple identities relate to socialisation patterns. These patterns influence our ways of understanding and interpreting the world. Diversity contributes to political, intellectual, emotional, economic, moral and spiritual life in the city.

Though it may be the case that active participation is a challenge for all citizens, including locally born residents, it is important to highlight that culturally diverse communities face specific obstacles to participating in politics, particularly when participation mechanisms have been designed for majority social groups. Some important factors in facilitating political participation are the availability of resources, including time, money, knowledge and networks. Many people with diverse cultural origins and backgrounds have a lower rate of employment, income and economic stability, which can make it more difficult for them to participate in political activities.

Another factor is that some people from these collectives might not have the linguistic knowledge required to effectively participate and understand the political system or possibilities for social participation. Language barriers can make it more difficult to access information on how to participate and express political opinions. Studies have shown that language is one of the most important factors for explaining political participation, and that people who are not native speakers and have a lower level of language skills can be excluded from political participation. As well as not speaking the language, they may also have a lack of basic knowledge of the political system, including political institutions, political parties and the different ways of participating.

Access to community support networks is also important when it comes to increasing participation and can be a challenge for people who have recently arrived in the city. In this regard, there is an active call, a formal invitation or active persuasion for people to participate. The invitation and persuasion are considered important for participation because people need to be asked to participate. Recruiting people to participate can take place through social structures and institutions such as family, friends, places of worship, work, community and other organisations. It has been demonstrated that making contact through these forums is important for influencing the participation of people of diverse cultural backgrounds. Ethnicity and language-based networks can help mobilise people around questions and issues that are relevant for a certain groups and contribute to a sense of group and community identity, which has been seen to increase participation.

Another factor that affects participation is commitment, which is understood in the sense of civic responsibility possessed by people who are more interested in public life, making them more willing to accept the costs associated with participation. It is assumed that people who take part in participation processes trust the public institutions. Whereas people who have just arrived have less experience than local residents with the host country's political system and participation mechanisms and, as a result, they tend to be less involved in public affairs. In addition, the lack of political representation for immigrants can discourage participation in politics or public-related decisions.

An important challenge in the diversification of participation is obtaining Spanish nationality as this

permits equal participation in the political system. People with diverse backgrounds who obtain Spanish nationality are more likely to experience a sense of belonging and show more interest in the politics of their new community. It is probable that they also feel less vulnerable before the authorities. In this respect, in the case of the city of Barcelona, the point of reference is the municipal register; to be considered a "citizen", it is compulsory to be registered and over 16 years of age. This mechanism increases the possibility of participation beyond only those people with the right to vote.

Some researchers have focused on the existence of a "country of origin effect", which explains some of the differences in the participation of people of diverse backgrounds, according to their country of origin. According to Simpson Bueker (2005), this "country of origin effect" is comprised of the following elements

en funció del país d'origen. Segons Simpson Bueker (2005), aquest "efecte país d'origen" està constituït pels elements següents:

- **Reversibility hypothesis:** the political participation of an immigrant is inversely related to the ease with which one can reverse their migratory course and return home.
- **Transferability hypothesis:** political participation of an immigrant is directly related to the ability to apply prior political knowledge to a new political environment.
- **Mobilisation hypothesis:** the political participation of a person with a diverse cultural origin or

background is directly related to the level of mobilisation of his or her reference group or community

- **Gender hypothesis:** gender and origin are inter-related and interacting dimensions and this dual factor must be considered.

We think that the elements highlighted by the "country of origin effect" are useful for analysing the role of countries of origin and receiving societies, on a microscale regarding the participation of people of diverse cultural origins and backgrounds. However, they should not be considered as the "main effect", as the origin of a migrant is also affected by other factors beyond this scope, for example, in the case of people that form part of the Roma community

2.1

Conceptual framework

The conceptual framework for citizen participation in this measure is based on a twofold approach: from a human rights and an intercultural perspective.

From the perspective of human rights, it is understood that participation is a right, as reflected in many international and local statutes. The onus is on local administrations to respect, protect and guarantee this right. This obligation brings about the need to develop different policies.

The objective of the right to participation, is that no municipal regulation can violate this right, whether directly, in the form of discrimination and/or contradict this right. Protecting the right to participation means that the administration must develop concrete policies to foster this right, an obligation which falls within the scope of this government measure. Guaranteeing the right to participation means activating the mechanisms needed to compensate in any situation where this right has been violated. There are several existing municipal guarantee mechanisms such as the Ombudsman's Office, the Office for Non-Discrimination and the Advocacy Commission.

What do we understand by the right to participation?

The right to participation is set forth in several international and local statutes for the protection of human rights, as we will see further on.

However, beyond the formal definitions of this specific right, it is important to highlight that when we think of participation as a right, when we say that citizens have the right to participate, we are not only referring to electoral processes; rather, we are envisioning many participation bodies and channels that the administration has an obligation to provide.

Thinking about participation as a right implies the automatic application of the two basic principles of human rights: dignity and equality or non-discrimination. On this point, it is of the highest priority to introduce the appropriate measures to ensure the participation of groups that are often the object of

exclusion for any reason. This is one of the aspects that materialises from the focus on human rights when applied to public policies.

What we understand by citizen participation?

Citizen participation means taking part in the array of political decisions that affects them, transcending individual perspectives so that a collective stance takes centre stage.

However, this right would be an empty proclamation if it were not backed up by the resources to promote it and remove any obstacles.

Therefore, governments must promote the improvement of participation channels to make it possible for citizens to be involved in, deliberate on, co-create and monitor municipal policies. Governments must also provide the physical and digital means to make policies open, transparent and accessible in order to encourage participation and maximum diversity among participants, taking into account the plurality and complexity of the people who share a city like Barcelona and make it a place that is rich in diversity.

Therefore, **democratic cities are those that not only value the importance of citizen participation but also provide sufficient and useful channels so that everyone can find the best way to participate based on their personal characteristics and thereby be involved in the collective creation of policies that affect them.**

What we understand by interculturality?

The intercultural focus, applied to municipal policies from 2010, is based on three core principles a) the **equality principle** (emphasis on access to rights and basic universal and inclusive social services); b) the **diversity principle** (the need to recognise diversity, also in participation processes), and c) the **principle of voluntary interaction** between diverse people to promote a network of relationships and the need to build a cohesive society—common public culture—based on equality and the recognition of diversity as a positive asset for society at large. Hence, through participation and especially processes occurring public arena, forums built on equality and interaction can come to fruition and interculturality can be encouraged by maintaining a dialogue with citizens from diverse cultural backgrounds

What do we understand by cultural origins and backgrounds?

With respect to this government measure, diverse origins and backgrounds refers to the following collectives or groups of people:

- Immigrant foreigners, whether legal or illegal
- People of Spanish nationality with a diverse cultural background, especially younger generations
- People of the Roma community
- People of diverse religious or non-religious beliefs
- People of other cultural identities or context

In this sense, the quest for inclusion is a constant struggle against the status quo in participation policies that are generically directed towards a “stereotypical” population, without paying heed to the diversity and plurality of the population. The uprising against this status quo has compelled local governments to be proactive in the search for more suitable channels to foster maximum participation and make it more diverse..

2.2 A new normative framework for citizen participation

Barcelona is a pioneering municipality in the creation of participatory governance structures. In 1986, the first regulations for organising districts and citizen participation were approved. The approval of these regulations provided legal recognition for citizen participation for the first time. The city’s participatory architecture has been growing and developing, with the aim of responding to the requests of city residents and the current social and political context.

In this vein, a process began to update the Citizen Participation Regulation in force since 2002, which has led to a new legal framework approved in October 2017. **The new Citizen Participation Regulation**, which is the result of a broad process involving various municipal groups, associations and organisations, participatory bodies and the public leading to a new framework that defines the political participation channels, the resources needed to put them in place and a system of guarantees to ensure the proper use and efficiency of those channels.

The current regulation boosts citizens’ initiatives, fosters direct democracy channels, opts for a hybrid participation involving face-to-face and digital formats, which favours transparency and traceability, and places special emphasis on guaranteeing inclusive participation that takes diversity into account, along with

the needs of Barcelona’s entire population.

This new framework urges the council to work towards maximum plurality and diversity. This requires the council to adopt a proactive attitude so that **all the participation channels acknowledge Barcelona’s current diversity, ensuring that they are as diverse, inclusive and accessible as possible.**

Barcelona’s Citizen Participation Regulation

The new regulation on participation recognises the city’s diversity of contexts and cultures for the first time, together with the many different needs and realities. This is an important factor as recognition forms the basis of rights.

Article 3: Right to participation²

2. *It is the responsibility of the council to guarantee and encourage the exercise of this right. To do so, it must promote sufficient, open and flexible channels and instruments that are appropriate for the time spent and apt for achieving the maximum, most diverse and broadest possible participation; it must remove all the barriers that hinder or impede participation by creating specific means to reach people who may have more difficulties because of their personal or social circumstances; and it must facilitate citizen intervention in political decision-making processes..*

² Article 3.2 of the Participation Regulation, 6 October 6 2017, Barcelona

However, recognition is meaningless if the resources needed to make it effective are not provided. In this sense, the new legal normative framework compels the council to actively research diversity, while also forcing it to adapt its tools, resources and methodologies so that everyone can exercise their right to participate, taking the relevant cultural and material needs and realities into account.

This is a big step forward. First, because it reflects the value of diversity, something which has never happened before. Second, because it doesn't end with the mere declaration of intentions; rather, it urges the City Council to actively ensure diversity and plurality, seeking assistance from specific actors and, at the same time, it secures the council's commitment to allocating the resources needed to adapt the participation channels to different needs.

Preamble³

14. *Giving effect to the right to citizen participation in all the spheres indicated requires a proactive attitude on the part of the City Council regarding the three actions set out in Article 9.2 of the Spanish Constitution for all political authorities: to promote, remove and facilitate. Suitable channels and instruments must be promoted within the scope of these regulations for the most inclusive, broadest and maximum possible participation; obstacles have to be removed that hinder or prevent the creation of specific means to reach people who face more difficulties due to their personal or social circumstan-*

³ Point 14 of the Preamble of the Participation Regulation, 6 October 2017, Barcelona

ces, age or gender inequality; and citizen intervention in political decision-making processes must be facilitated in such a way that the use of these channels does not mainly depend on institutional action; rather, it should give citizen initiative, with their autonomy and plurality, significant weight in these processes.

One of the other important aspects is broadening the subjective application of political rights. In other words, this regulation recognises all people as subjects with the right to take part in the participation bodies and processes. It also broadens the census with respect to the electoral system as it makes it possible for registered Barcelona residents over the age of 16 to participate in direct democracy and citizen initiative mechanisms.

Article 2: Subjective scope of application⁴

1. *The subjective scope of application of this regulation are all those people who, directly or through any kind of association, and in accordance with the regulation's provisions, are entitled to take part in any of the processes, bodies, consultations, channels or forms of citizen participation..*

⁴ Article 2 of the Participation Regulation, 6 October 2017, Barcelona.

2. *The people entitled to promote citizen initiatives are those registered as city residents over the age of 18; the people entitled to sign these initiatives are those registered as city residents over the age of 16; and the people entitled to attest these initiatives are those over the age of 18 registered as a resident in any Catalan municipality. People under the age of 18 may take part in participation bodies and processes and, in some cases, do not need to be registered as city residents. Finally, only people over the age of 16 who are registered as city residents may vote in citizen consultations..*

Municipal instruments to guarantee human rights

The European Charter for the Safeguarding of Human Rights in the City was adopted by Barcelona in the year 2000. It is a legal text that contains all the municipal commitments relating to human rights.

Participation is recognised as a right in article 8, however, mention is only made of more traditional political participation such as voting in elections.

The 2011 Charter of Rights and Duties of Barcelona Residents contains, in article 8 and 9, the right to participation in municipal political life, along with the right to participation in municipal affairs including the different aforementioned participation channels..

Article 8. Participating in municipal political life

1. *The council must facilitate the participation of all people in local life.*

2. *All Barcelona residents have the right to participate in the city's political life as voters and possible candidates in the municipal elections. Foreign residents in Barcelona can claim this right provided that they are citizens of the European Union or if there are reciprocal agreements established by the legislation.*

3. *The public can exercise the right to petition before the City Council and request the adoption of certain bylaws or agreements falling under the scope of municipal responsibility. The council has the obligation to respond to the requests it receives.*

4. *The public has the right to lodge suggestions or complaints with the municipal authorities on the operation of public services or the state of the city. The City Council will inform them of the steps taken in response to their proposals and requests.*

5. *Barcelona residents have the right to request a community consultation.*

6. *Barcelona residents have the right to exercise community initiatives, by presenting proposals for new regulation agreements, actions or projects falling under the scope of municipal responsibility.*

Article 9. Participating in municipal affairs

1. *Everyone has the right to participate in municipal affairs. The council must guarantee the provision of suitable bodies and processes for the effective participation of all people in matters relating to the municipality and its districts and neighbourhoods.*

2. *Everyone has the right to attend the meetings of the Municipal Council and the council's participation bodies in the conditions stipulated, unless an exception has been established by law.*

3. *The entities registered in the General Register of Citizen Entities may exercise municipal powers or help run services or facilities that belong to other public authorities on behalf of the Barcelona City Council.*

The fact that participation is recognised on a municipal scale as a right implies that the administration must respect, protect and guarantee this right, using the basic principles for ensuring human rights. And these obligations must always be met by means of applying the principle of equality and non-discrimination, which are at the heart of this government measure.

03 Lines of action

This government measure proposes five main areas of work. Each of which has its own general objective, along with a specific objective, lines of action and specific steps.

Work areas and objectives:

- **AREA 1: PARTICIPATION CHANNELS**

Objective: to recognise cultural diversity and increase its visibility, strengthening the engagement of people of diverse cultural origins and backgrounds and their associations with the participation channels offered by the Barcelona City Council..

- **AREA 2: WORKING WITH ACTORS AND STRENGTHENING SOCIAL ORGANISATION**

Objective: to deepen our understanding of the sociocultural needs and realities around citizen participation; and contribute to promoting autonomous and self-organised spaces for these collectives by working with actors of diverse cultural origins and backgrounds..

- **AREA 3: BARCELONA CITY COUNCIL**

Objective: to strengthen the ability of municipal staff and other council agents to actively incorporate interculturality in the actions aimed at promoting citizen participation and intercultural mediation

- **AREA 4: COMMUNICATION CHANNELS**

Objective: to incorporate cultural diversity criteria in the municipal communication channels and media..

- **AREA 5: POLITICAL PARTICIPATION**

Objective: to facilitate the exercise of political rights by people residing in the city of Barcelona.

This is an evolving programme with some initiatives that have already been developed, together with others than are currently under development or form part of the Work Plan 2017-2019. However, we believe that it will be relevant for a long time and consequently, it must be permeable and susceptible to incorporating new actions. As mentioned, this is a very innovative sphere for which there are few precedents in Barcelona and Europe. Therefore, our task is to collectively work on the development of strategies and actions that will help make citizen participation in Barcelona better and more diverse

Area 1: Participation Channels

Objective: to recognise cultural diversity and increase its visibility, strengthening the engagement of people of diverse cultural origins and backgrounds and their associations with the participation channels offered by the Barcelona City Council.

Lines of action	Planned initiatives	Calendar	Areas in charge
1.1 Design criteria and strategies for ensuring that people of diverse cultural origins and backgrounds are involved in citizen participation.			
— Application of criteria and strategies for ensuring that people of different cultural origins and backgrounds take part in citizen participation actions..	Launch two pilot projects in two participation processes, applying a specific strategy that promotes the participation of collectives of diverse cultural backgrounds..	2018-2019	Democràcia Activa
	Incorporate an intercultural perspective in the citizen multi-consultation process in May 2018, encompassing the information, communication and decision-making stages.	2018	Democràcia Activa
— Produce municipal resources with new methodologies that account for the diversity of cultural needs, making citizen participation in the city more diverse.	Create the guide "Participation criteria and strategies for basic intercultural mediation".	2018-2019	Democràcia Activa Drets de Ciutadania
	Include interculturality criteria in the "Guide for boosting participation processes".	2018	Democràcia Activa
	Include interculturality criteria in the "Guide for boosting participation bodies".	2018	Democràcia Activa
	Include interculturality criteria in the "Help Guide for the Citizen Participation Regulation	2018	Democràcia Activa

Lines of action	Planned initiatives	Calendar	Areas in charge
1.2 1.2 Create diagnostic analyses and permanent evaluation systems to analyse diversity in the participation channels..			
— Study diversity in the sectoral municipal councils.	Conduct a survey with the secretaries of the municipal councils, asking about the cultural diversity of the existing member entities..	<i>Completed</i>	Democràcia Activa Drets de Ciutadania
— Conduct a study on the participation of people of diverse cultural origins and backgrounds in the city's different participation channels.	Conduct a field study on all the territorial bodies of the districts Sant Andreu and Horta-Guinardó, based on the entire indicator system.	<i>2017-2018</i>	Democràcia Activa Districte d'Horta-Guinardó Districte de Sant Andreu
— Produce sociograms of people of diverse cultural origins and backgrounds and their associations throughout the city.	Product sociograms of actors of diverse cultural origins and backgrounds in the city's districts..	<i>2017-2018</i>	Democràcia Activa Districts
— Incorporate an intercultural perspective in the evaluation system for all the citizen participation actions.	Incorporate an intercultural perspective in the evaluation system for all the citizen participation actions.	<i>2017-2019</i>	Democràcia Activa

Area 2: Working with actors and strengthening social organisation

Objective: To deepen our understanding of the sociocultural needs and realities around citizen participation; and contribute to promoting autonomous and self-organised forums for these collectives by working with actors of diverse cultural origins and backgrounds.

Lines of action	Planned initiatives	Calendari	Areas in charge
2.1 Work alongside actors of diverse cultural origins and backgrounds to find out more about their sociocultural realities and needs.			
— Work alongside actors of diverse cultural origins and backgrounds to find out more about their sociocultural realities and needs.	Work alongside local actors and collectives of diverse cultural origins and backgrounds to produce a diagnostic analysis of the situation and detect needs.	2017-2019	Democràcia Activa Drets de Ciutadania Interculturalitat
2.2 Work with representatives from the different collectives to improve, broaden and facilitate the relationship between the council and people and groups of diverse cultural origins and backgrounds..			
	Continuously work with the Municipal Council of Immigration	2016-2019	Drets de Ciutadania
	Continuously work with the Municipal Council of the Roma Community	2016-2019	Drets de Ciutadania
— Work alongside diverse cultural associations with a strong community presence.	Work with young people through the project "Jo, també, sóc un referent" .	2016-2019	Interculturalitat
	Work with different representatives from communities and/or collectives in the territory through the line of action "Impulsem la interculturalitat" .	2016-2019	Interculturalitat
	Work with entities from the BCN Anti-Rumour Network	2016-2019	Interculturalitat
2.3 Promote the organisation and consolidation of autonomous and self-organised forums for people of diverse cultural origins and backgrounds.			
— Increase the resources allocated for encouraging the participation of people of diverse cultural origins and backgrounds.	Establish a specific line of public grant funding within the regular subsidies.	2016-2019	Democràcia Activa Interculturalitat

Area 3: Barcelona City Council

Objective: To strengthen the ability of municipal staff and other council agents to actively incorporate interculturality in the actions aimed at promoting citizen participation and intercultural mediation.

Lines of action	Planned initiatives	Calendari	Areas in charge
3.1 Strengthen the capacity of external actors to collaborate in the active quest for inclusiveness in participation and intercultural mediation actions.			
— Create training programmes for sociocultural representatives on the topic of citizen participation.	Create a training programme with Barcelona Activa for sociocultural representatives who encourage participation among their communities; and publish job listings to promote participation processes and bodies.	2018-2019	Democràcia Activa Drets de Ciutadania Interculturalitat Barcelona Activa
3.2 Foster a human resources policy that is coherent with the city's diversity of cultural origins and backgrounds.			
— Reform the criteria for services procurement and tenders to give equal access to communities of diverse cultural origins and backgrounds.	Include intercultural criteria in the standard schedules for external companies.	2017-2019	Democràcia Activa Recursos Humans Interculturalitat
	Increase the demand for people of diverse cultural origins and backgrounds in external procurement for participation and/or cultural mediation initiatives.	2017-2019	Democràcia Activa Recursos Humans Interculturalitat
3.3 Introduce the perspective of cultural diversity in the training actions for municipal experts working in the area of citizen participation.			
— Plan specific training actions on cultural diversity and citizen participation	Develop the council's internal training plan on human rights and interculturality.	2018	Drets de Ciutadania Interculturalitat Comunicació interna Formació de RH
	Develop the Training Plan for the Citizen Participation Regulation.	2018	Democràcia Activa Interculturalitat Comunicació Interna Formació de RH
	Create a specific training plan with an intercultural perspective for all the directors at Active Democracy.	2017-2018	Democràcia Activa Interculturalitat Comunicació interna Formació de RH

Area 4: Communication channels

Objective: Incorporate cultural diversity criteria in the municipal communication channels and media.

Lines of action	Planned initiatives	Calendari	Areas in charge
4.1 Develop criteria for the council's communications that accounts for cultural diversity.			
	Produce criteria and protocols for publishing communication materials that account for a diversity of languages and move towards intercultural communication.	2017-2019	Democràcia Activa Drets de Ciutadania Interculturalitat Comunicació
— Incorporate intercultural criteria in the municipal communication plan and its channels and communication media..	Incorporate the diversity of people living in the city in the graphic images used in different communication actions and/or citizen campaigns.	2018-2019	Democràcia Activa Drets de Ciutadania Interculturalitat Comunicació
	Spearhead municipal communication campaigns, taking into account the diversity of cultural origins and backgrounds in each territory	2018-2019	Democràcia Activa Drets de Ciutadania Interculturalitat Comunicació
4.2 Broaden the means of communication by incorporating the means used in culturally diverse communities.			
— Use diverse means of communication and channels to inform the public about participation forums and processes.	Develop protocols for informing the public about participation actions, making them more inclusive and demographically and culturally diverse.	2018-2019	Democràcia Activa Drets de Ciutadania Interculturalitat Comunicació
	Run publicity campaigns by the Communication Directorate including culturally diverse communication media, in both city-wide campaigns and more specific actions.	2018-2019	Drets de Ciutadania Interculturalitat Comunicació

Lines of action	Planned initiatives	Calendari	Areas in charge
<p>— Strengthen coordination efforts between municipal media and the existing intercultural media.</p>	<p>Work with the communication media of diverse cultural communities and collectives and launch joint communication actions</p>	<p>2018-2019</p>	<p>Drets de Ciutadania Interculturalitat Comunicació</p>
	<p>Connect these media with the actions under development or being carried out by the communication group at BCN Anti-Rumours Network.</p>	<p>2018-2019</p>	<p>Drets de Ciutadania Interculturalitat Comunicació</p>
	<p>Support diverse communication projects that create collaborative jobs from an intercultural perspective and that put emphasis on the treatment of diversity in the media, among other issues.</p>	<p>2018-2019</p>	<p>Drets de Ciutadania Interculturalitat Comunicació</p>

Area 5: Political Participation

Objective: To facilitate the exercise of political rights by people residing in the city of Barcelona.

Lines of action	Planned initiatives	Calendari	Areas in charge
5.1 Broaden and facilitate the political rights of the population residing in Barcelona.			
— Recognition of the political rights of the population residing in Barcelona.	Recognise and broaden the political rights of the population residing in Barcelona in the Citizen Participation Regulation.	<i>Completed</i>	Regidoria de Participació
5.2 Raise awareness of the political rights of the population residing in Barcelona.			
— Run communication campaigns to raise awareness of the political rights of the population residing in Barcelona.	Strengthen communication efforts aimed at people who generally cannot vote in the 2018 multi-consultation process.	<i>2018</i>	Democràcia Activa Interculturalitat Comunicació
	Hold a campaign to promote participation in the 2019 municipal elections.	<i>2018-2019</i>	Interculturalitat

04 Governance, monitoring and evaluation

4.1 Governance

To manage this government measure, a co-leadership strategy will be followed, in which suitable management mechanisms will be developed, both for implementing, monitoring and evaluation.

Regarding the implementation of this government measure, this will fall under the responsibility of the Interculturality and Active Democracy municipal experts. This measure calls for cooperation on many levels and a territory-wide approach. We think that the involvement of municipal experts, as well as experts from the territory, together with the communication departments, will be key for its success. In this sense, a central role will be played by the staff at Active Democracy programme who are in charge of each district, and whose role it is to coordinate between the sectors and the territories.

This government measure has a system of indicators available for annual monitoring in which the degree of execution will be evaluated. This monitoring system will be, at least in part, closely linked with the evaluation system that Active Democracy is developing to obtain indicators which with to evaluate the participation of the Barcelona City Council.

As previously mentioned, although there are planned actions up to the end of 2019, we think this measure is active and will give rise to new actions over time. For this reason, there will be continuous monitoring and updates will be made whenever necessary.

Similarly, the Councillor's Office for Participation and Districts and the Commissioner for Immigration, Interculturality and Diversity will promote dialogue with movements and entities regarding the implementation of this measure; they also promise to conduct a joint evaluation of the actions developed within the scope of this measure.

4.2 Monitoring and evaluation

To correctly monitor the objectives in this measure, we propose a series of indicators for each area that will allow us to identify the degree of fulfilment for each objective. All the indicators will be organised by data on gender and age, so long as it is possible to collect these data.

Area measurement	Indicators
<p>1. Recognise cultural diversity and increase its visibility, strengthening the engagement of people of diverse cultural origins and backgrounds and their associations with the participation channels offered by the Barcelona City Council</p>	<p>a. Percentage (%) of diverse cultural entities in municipal sectoral councils. b. Number and percentage (%) of processes that have invited entities and/or collectives of people of diverse cultural origins and backgrounds. c. Number and percentage (%) of processes that have involved participation from entities and/or collectives of people of diverse cultural origins and backgrounds. d. Percentage (%) of people taking part in participation processes of diverse cultural origins and backgrounds. e. Percentage (%) of citizen initiatives promoted by entities and/or groups of people of diverse cultural origins and backgrounds. f. Number of internal materials produced with an intercultural perspective. g. Number of diagnostic analyses performed.</p>
<p>2. Deepen our understanding of the sociocultural needs and realities around citizen participation; and contribute to promoting autonomous and self-organised forums for these collectives by working with actors of diverse cultural origins and backgrounds.</p>	<p>h. Number of new projects presented within the line of public grant funding for encouraging the participation of collectives of diverse cultural origins. i. Percentage (%) of budget increase for the line of public grant funding for encouraging the participation of collectives of diverse cultural origins. j. Number of actions with participation bodies and programmes developed in relation to the topic of interculturality.</p>
<p>3. Strengthen the ability of municipal staff and other council agents to actively incorporate interculturality in the actions aimed at promoting citizen participation and intercultural mediation.</p>	<p>k. Number of training programmes for people of diverse cultural origins and backgrounds on the topics of citizen participation, interculturality and mediation. l. Number of people who have participated in training programmes. m. Number of training initiatives offered to municipal staff. n. Number of municipal experts who have participated in the training initiatives.</p>
<p>4. Incorporate cultural diversity criteria in the municipal communication channels and media.</p>	<p>o. Campaigns conducted in more than two languages. p. Number of diverse cultural media added to the mailing list for announcements and events. q. Number of advertisements placed in diverse cultural media.</p>
<p>5. Facilitate the exercise of political rights by people residing in the city of Barcelona.</p>	<p>r. Increase the number of foreigners registered in the electoral census with respect to the previous elections.</p>

05 Budget

This measure has been allocated a budget of 100,000 euros in 2017. It is expected that in the years 2018-2019, the budget will be 400,000, with involvement from the various service directorates.

It must be noted that these overall figures are approximate. On the one hand, this is because the budget for some of the planned actions cannot be estimated yet. On the other, we should add that the amount corresponding to the staff costs for the City Council has not been calculated.

In relation to this last aspect, most of the measure will be executed by municipal experts within the existing administrative structure. We think that this is funda-

mental as it means that the council must incorporate interculturality in its day-to-day work. Although, money will also be allocated through announcements for subsidies for external projects, and sometimes support will be sought for developing certain lines of action such as training or producing diagnostic analyses.

We must set ourselves the challenge and objective that the budget allocated for external projects and contracts should mostly go to collectives of diverse cultural origins, and these collectives should oversee the development of initiatives and contribute their knowledge.

Budget per year

Area	2017	Forecast 2018	Forecast 2019
TOTAL	€ 100,000	€ 259,000	€ 153,000

Budget per area

Areas	2017	Forecast 2018	Forecast 2019	TOTAL
Area 1	€ 22,000	€ 3,000	€ 3,000	€ 28,000
Area 2	€ 45,000	€ 55,000	€ 55,000	€ 155,000
Area 3	€ 18,000	€ 33,000	€ 33,000	€ 84,000
Area 4	€ 13,000	€ 40,000	€ 27,000	€ 80,000
Area 5	€ 4,000	€ 128,000	€ 35,000	€ 167,000
TOTAL	€ 100,000	€ 259,000	€ 153,000	€ 514,000



Government measure to foster the participation of people of diverse cultural origins and backgrounds in participation channels